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ABSTRACT

All suggestions and recommendations received during public hearings on the effect of declining enrollment in Ontario are compiled in this paper. The recommendations are not evaluated or arranged in order of priority. The major categories include program and curriculum, provincial and local costs, teacher education, school facilities and transportation, school administration, and school staffing. (Author/WD)

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INFORMATION BULLETIN NO. 6

PUBLIC REACTIONS TO DECLINING ENROLMENTS

A Compilation of Comments and Suggestions Received by the Commission in Briefs and at the Public Hearings held throughout the Province

MAY, 1978

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COMMISSION OF DECLINING SCHOOL ENROLMENTS IN ONTARIO (CODE)

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PUBLIC REACTIONS TO DECLINING ENROLMENTS

A COMPILATION OF COMMENTS AND SUGGESTIONS RECEIVED BY THE COMMISSION IN BRIEFS AND AT THE PUBLIC HEARINGS HELD THROUGHOUT THE PROVINCE

The Commission on Declining School Enrolments in Ontario
May 31st, 1978

252 Bloor Street West, Suite N425
Toronto, Ontario

DEC 1 2 1980

TABLE OF CONTENTS

		Page Numbers
Acknowledgements		i
Purpose and Format of Report		ii
A. Program and Curriculum		1
A.1	Curriculum Development, Management, and Implementation	2
A.2	Development of Curriculum Materials	7
A.3	Maintain Current Programming	10
A.4	Programming: Additions	12
A.5	Programming: Reduction and Changes	15
A.6	French Immersion	18
A.7	Curriculum Evaluation	20
A.8	Curricular Goals	21
A.9	Cooperation, Sharing	22
A.10	Future Role of Secondary Schools	22
A.11	Assistance From Regional Offices	23
A.12	Program Extension	24
A.13	Timetabling	24
A.14	Content Gradations and Skill Expectations	24
A.15	Student Evaluation	24
A.16	Apparent Imbalance Between Social and Individual Aims of Curriculum	24
A.17	Course Prerequisites	25
B. Costs - Provincial and Local		26
B.1	Funding Methods	26
B.1.1	General Funding Recommendations	27
B.1.2	Specific Funding Recommendations	34

B.2 Incentive Funding 38

B.2.1 Retraining and Professional Development Funding 39

B.2.2 Specific Incentives 40

B.2.3 French Language 41

B.3 Capital Expenditure 42

B.4 Miscellaneous 43

C. Teacher Education 45

C.1 Pre-service Education 46

C.1.1 Demand 46

C.1.2 Supply 47

C.1.3 Pre-service Training Program 51

C.2 In-service Education 54

C.2.1 Demand 54

C.2.2 Programs 59

C.3 Facilities and Staff 61

D. School Facilities and Transportation 65

D.1 Increased Planning 65

D.2 Guidelines Regarding Transportation 67

D.3 Sale and Disposal of School Buildings 68

D.4 There Are No Guidelines Governing the Construction of Schools in Residential Subdivisions 69

D.5 School Closure is an Unpopular, Contentious Issue 70

D.6 Alternative Uses 72

D.7 School Organizational Structures 75

D.8 Discrepancy in Pupil Ratings 76

D.9 Imbalances Created by French Immersion 76

D.10 Parallel Use Fees 77

D.11 Nonprofit Community Services 77

D.12 Abandoned Classrooms 77

D.13 Use of Redundant Space by Other Government Branches 78

D.14 Simultaneous Growth and Decline 78

E. Effect of Declining Enrolment on School Administration 80

E.1 Restructuring of Board Administration 80

E.2 Expanding the Role of the Principal 82

E.3 Methods of Providing Administrative Experience to More Employees 83

F. School Staffing 85

F.1 General Comments 85

F.1.1 Teacher Morale 85

F.1.2 Planning and General Proposals 86

F.2 Staff Deployment 88

F.2.1 Employment Practices and Contracts 88

F.2.2 Transfers and Exchanges 93

F.2.3 Leaves of Absence 95

F.2.4 Early Retirement 96

F.3 Redundancy Provisions 98

F.4 Other Forms of Employment 103

F.4.1 Retraining 103

F.4.2 New Employment Opportunities 104

Acknowledgements

This report consists of an organized compilation of the suggestions and recommendations received by my Commission at the public hearings, either through formal briefs or through discussions. It also includes suggestions or proposals received informally through telephone calls and letters, and ideas gleaned from other sources during our work. I felt that these contributions should be made generally available to the public as early as possible. In addition, the briefs are being abstracted and added to the ONTERIS computerized information system of the Ministry of Education, but only half of them have been processed to date. All will be available in a few weeks.

I am indebted for the very able assistance of Mr. Howard B. Henderson, the Executive Secretary of the Commission, and his staff.

R.W.B. Jackson
Commission on Declining School Enrolments

Purpose and Format of Report

The purpose of Information Bulletin #6 is to provide the readers with as complete a set of information as possible in regard to the suggestions and recommendations made to the Commission to date. As promised on October 14th, 1977, full disclosure will be made of all materials and information received by us, in the form of Information Bulletins and Working Papers as well as in the formal reports of the Commission. In this case, of course, the very large number of innovative ideas proposed will be of value to educators and the public generally, not solely in connection with solutions to the problems of declining enrolments.

As far as possible we have included all proposals and suggestions made to us, although in some cases these have been grouped and edited to a certain extent. Hopefully, no significant or helpful suggestions have been overlooked. The materials have been organized into categories and subcategories, to aid the readers in locating references of specific interest to them. The major categories employed are as follows:

A: Program and Curriculum
B: Costs - Provincial and Local
C: Teacher Education
D: School Facilities and Transportation
E: Effect of Declining Enrolment on School Administration
F: School Staffing

These headings, together with the titles of the subcategories employed, have been given in the Table of Contents, which therefore becomes a general subject index as well.

No evaluation of any of these proposals or suggestions has been included, nor have they necessarily been arranged in any order of

priority. Indeed, in many cases where no inherent order seemed apparent, the items have been arranged in random order. And no cross-reference to the source of such item has been incorporated, although, of course, our original set of items has been so organized. The information thus provided should also aid the reader in assessing the recommendations to be made by me in subsequent reports to the Minister of Education, as required under my terms of reference.

Please note in particular that these proposals reflect the views held by those who submitted briefs or appeared before us. They do not necessarily reflect the views and opinions of the Commission or of the Ministry of Education.

A: PROGRAM AND CURRICULUM

Throughout the hearings it was evident that maintenance of a satisfactory program in the schools of the province was the basic concern of most groups presenting briefs. With the decline in enrolment will come a decrease in the overall resources generated by boards to maintain this program. Although we are fortunate in that most boards are large in comparison to the previous structure in the province, the decline will, however, place small boards in a more difficult position.

In the elementary schools it has been possible to relocate teachers almost across the grades, since elementary teachers are largely capable of teaching all grades, with the possible exception of kindergarten. At the secondary level a reduction in teacher strength will, without doubt, affect the balance of specialists, making the relocation of teachers considerably more difficult.

By some the decline in enrolment was looked at as an opportunity to begin a fundamental and critical examination of the school program, with increasing provision for adult education, and with smaller classes providing students with more individual instruction. However, some of these suggestions would result in higher per pupil costs in a time of economic austerity.

In remote areas and isolated schools parents may face the question of how to cope with an unacceptable program or transportation of pupils. There were many briefs on these matters, which present a number of questions which must be faced.

Finally the introduction of new guidelines at the intermediate level, and encouragement to offer heritage languages, French immersion and more special education has, according to many briefs, placed an increasingly heavy load on school boards, particularly medium and small-sized ones.

The alternatives presented in this chapter deal with these matters, and with additional curriculum issues of concern to Ontario educators and the general public. The recommendations were received in briefs and from hearings and do not necessarily represent the views of the Commission.

A.1 *Curriculum Development, Management, and Implementation*

Various curriculum development strategies have been operating in Ontario school boards. Complaints are heard from boards around the province about the extra burden of their curriculum development role. Supervisory officers suggest that as a result of declining enrolment, there will be fewer consultants or coordinators to assist with the development of local material and with the implementation of Ministry guidelines. The Ministry of Education will be under increased pressure to engage in more extensive curriculum development, beyond the current production of guidelines and support documents. Questions of sharing expertise, teacher perceptions of curriculum development and implementation, loss of curriculum support staff and resources, and "what are the basics" are in need of answers, say the writers of the briefs from which the following excerpts are quoted.

A.1.1 Curriculum development must be concerned with the achievement of two basic objectives for the schools. The first is a "mind training" objective designed to ensure that all students have developed some capacity to think critically and analytically. The second involves content, ensuring some basic, minimal knowledge and comprehension of our intellectual and cultural heritage. This minimal awareness should provide a retrospective view of the past sufficiently comprehensive to ensure the basic understanding of contemporary society and institutions that will enable individuals to function within them as engaged, responsible, intelligent and effective citizens.

A.1.2 The community, as well as redundant teachers, should be involved in curriculum development.

A.1.3 Continuity could be achieved through development of core programs. Existing programs could be reviewed and revised annually in accordance with Ministry policy. The Ministry should identify a minimum viable curriculum for small secondary schools. A study should be undertaken of what the basics are, for what age student, to attain what purposes, and of the relationship of the extras to the basics.

A.1.4 Ministry guidelines should continue to be revised to a clear and prescriptive form.

A.1.5 Curriculum development should be done by teachers on a part-time basis, paid for as piecework.

A.1.6 At the secondary level, the factors and problems evident point to a lowering of the standard of education now offered unless the procedure of laying out, through consolidation, a long-range program precedes the staffing of individual school units.

A.1.7 High school options should be evaluated year by year (a concept common in Europe).

A.1.8 There should be a study of the possibility of including students in establishing the "essential curriculum" of the 1980's.

A.1.9 There should be an inquiry into what ways exist for incorporating administrative tasks and curriculum development tasks (as well as professional development activities), into daily teaching loads.

A.1.10 The operational frameworks for the development of curriculum should be examined with a view to producing workable documents for the classroom teacher.

A.1.11 A study of alternative models of curriculum development should be undertaken but current traditional curricular objectives should not be lost. A study of the abilities of different-sized school boards to support program development should be made.

A.1.12 There should be an inquiry into what ways the family of schools concept can be used to frame co-operative curriculum development, planning and implementation.

A.1.13 There should be a community-based centre for curriculum development that would lead to dismantling the board curriculum development apparatus. Such a centre would be attached to each board, or to a collection of boards in the case of small boards; it would be funded separately from the board and run jointly by community, teachers and board.

A.1.14 There should be research into how curriculum development and implementation is perceived by new and by experienced teachers, and into

whether traditional curriculum objectives can still be met through other procedures -- apart from the teacher and school as the key locus of curriculum development.

A.1.15 Models of effective curriculum policy implementation that clarify the roles of Ministry, boards, schools and teachers should be further developed and disseminated.

A.1.16 Ministry policy decisions regarding curriculum are crucial for school system behaviour. Studies should be undertaken in the Ministry of Education of ways and mechanisms for selecting and training Ministry personnel.

A.1.17 There should be a cooperative inquiry into Ministry monitoring procedures.

A.1.18 Alternative structures for developing curriculum materials should be identified with careful consideration given to alternatives unlike the current norm whereby individual boards develop their own guidelines and materials.

Possible alternatives include:

(a) developing curriculum guidelines and material on a regional basis rather than board by board;

(b) increasing school system and university collaboration in curriculum development.

A.1.19 Curriculum resources should be shared between school systems and between schools.

A.1.20 The curriculum responsibilities of principals, vice-principals and department heads (the curriculum management team in the school) should be increased and the necessary training provided.

A.1.21 Opportunities should be provided for regular teacher-group planning and staff planning for the adaptation of curriculum guidelines and materials to meet local needs. Such activities could occur within a school and within divisions in the system.

A.1.22 Careful discrimination should be made when selecting new guidelines and material to develop. Some are in greater need of adjustment than others, in a time of enrolment decline.

A.1.23 Greater training opportunities in skills of curriculum management should be available and required for school and school system administrators. (Principals will have to be curriculum management specialists.)

A.1.24 Another updated set of HS1 studies to see if there has been any change since 1972-73, should be made.

A.1.25 More analytical attention should be paid to the concept of integration in the curriculum.

A.1.26 Research into assumptions underlying inclusion of JK and grade 13 in curriculum should be undertaken.

A.1.27 There should be a study of the evolution of the intermediate division, with an eye to asking why it need exist as a separate entity, both in terms of administration and student needs.

A.1.28 Abandon guidelines entirely with the exception of general statements on the fundamental purposes of Ontario education. In this plan, local areas, perhaps boards, regional consortiums, or other groups would establish the more detailed local policy.

A.1.29 Establish a Centre for Curriculum Development, perhaps akin to the old Ontario Curriculum Institute.

A.2 *Development of Curriculum Materials*

In the face of declining enrolment and dwindling financial resources, it is anticipated that less than one per cent of the budget of each board will be spent on curriculum materials. While schools will continue to spend less money on expensive, approved commercial curriculum materials, parents will be becoming more vocal in their demands for quality education. Increasing costs force teachers to rely more and more on one textbook. Experienced, competent teachers are asking for more enrichment materials. Before long, teachers will include curriculum instructional demands in contract negotiations.

A.2.1 The Ontario Teachers' Federation (O.T.F.) should encourage the provincial government to match dollar for dollar school purchases of up-to-date materials. Old materials could be turned into the Ministry or publishers for credit towards new materials.

A.2.2 There should be research into ways that alternative development strategies could be incorporated by publishers so they can share costs and expertise with the Ontario Institute for Studies in Education.

A.2.3 O.T.F. should seek out, and offer in-service training to potential authors among its membership. There should be a check with the Ministry at prepublication stage.

A.2.4 The O.T.F. membership should be polled to see what it thinks of a less expensive three-ring binder format where updated editions can be inserted. O.T.F. should encourage an interprovincial exchange of developed curriculum materials.

A.2.5 O.T.F. should work closely with publishers to provide field-testing opportunities and feedback on prepublication materials. Results of material evaluation by practicing educators should be disseminated by O.T.F.

A.2.6 O.T.F. should encourage the Ministry to fund contract research on teachers' selection and use of curriculum and instructional materials. Findings should be widely disseminated.

A.2.7 A study of the publishing industry should be made to determine how adequately it is equipped to serve the needs of educators.

A.2.8 O.T.F. should encourage its affiliates to press for local school boards to take the following action:

(a) form policies on evaluation and selection of materials;

(b) assume responsibility for selection and composition of committees. These groups should be composed of teachers, subject matter specialists, university personnel administration, parents and students;

(c) initiate in-service training for committees by curriculum specialists;

(d) support released time for selection staff;

(e) initiate needs assessments;

(f) recognize selection committee decision-making;

(g) liaise with publishers for product clarification;

(h) support pilot studies prior to final selection.

A.2.9 Jointly with boards, O.T.F. should fund study leaves and sabbaticals for individuals identified as potential curriculum materials developers.

A.2.10 There should be a lobby to increase financial support for Canadian-owned companies to handle expensive graphics and design work.

A.2.11 Since it is unlikely that the Ministry will change its policy on Circular 14 approval procedures, O.T.F. should insist on a more rigorous process that identifies the potential merit of a manuscript prior to publication.

A.2.12 O.T.F. should sponsor the training of librarians for a quality Curriculum Materials Centre for schools or, at least, boards.

A.2.13 To eliminate high postal costs and possibly reduce mark-up, major curriculum materials orders for boards should be collected together in Toronto and delivered in bulk to participating boards. The boards would then use an internal distribution system for delivery to the schools.

A.2.14 O.T.F. should support education research efforts aimed at improving teachers' curricular decisions so that they may make more reasoned judgments and requests.

A.3 *Maintain Current Programming*

There are those who feel that when enrolment declines, a full range of programs should still be maintained in all schools rather than a reduced program be permitted only for the sake of keeping the schools open.

A.3.1 A suitable program in all small schools should be maintained.

A.3.2 The Ministry of Education should caution school boards against introducing new programs or

expanding existing ones, if such actions have the effect of decreasing the demand for currently employed teachers.

A.3.3 The Ministry should guarantee the provision of level 3 and level 4 (occupations and remedial) programming despite budget constraints.

A.3.4 Strategies should be developed to preserve a wide variety of programs and options, to respond to students' needs.

A.3.5 Care should be taken to maintain French programs (for francophone students) which may not be economically viable, but are of utmost benefit to the children.

A.3.6 Francophone students in mixed secondary schools must be assured access to all programs in the French language.

A.3.7 The Ministry and boards should guarantee programs teaching French Canadian cultural and linguistic heritage (e.g. History of French Canadians in Canada, especially in Ontario; French Canadian folklore, etc.).

A.3.8 School boards offering instruction in French should have special funding during this period of decline, so that the present amount of French instruction can be maintained.

A.3.9 Optional subjects such as business, art, music or technical classes are likely to be cut when class size drops below a certain number. One way of avoiding this is to let class size grow

larger in the compulsory or "core" areas. This would allow more optional classes with lower numbers to operate.

A.3.10 Serious consideration should be given to the provision of a broad pupil base so that a high standard of education services and programs may be maintained.

A.3.11 Kindergarten/primary classes/programs must be retained in areas close to children's homes, and greater travel distances should be expected only of older pupils or special pupils to sites where appropriate program opportunities can be provided.

A.3.12 The government of Ontario must ensure, now and in the future, quality education for the deaf and hard-of-hearing, physically handicapped, the trainable retarded, etc., in this province.

A.3.13 At a time of declining enrolment, the expansion of programs will have enormous cost implications.

A.4 *Programming: Additions*

Some feel that with smaller pupil numbers there is room for expansion of programs in areas of special education, vocational training, heritage languages and community education, to name only a few.

A.4.1 There should be expanded night school programming.

A.4.2 There should be improved remedial courses in reading, English, math, and at the secondary level.

A.4.3 More heritage language programs should be offered, with increased financial assistance from the Ministry.

A.4.4 There should be more emphasis on business and technical programs.

A.4.5 Great latitude must be made available in the provision of special programs. (The Ministry should encourage school boards to provide improved services in this domain.)

A.4.6 Junior kindergarten classes should be introduced to increase enrolment. Four-year-olds could spend a full day in school, half in class and the other half in enriched day care.

A.4.7 Programs should be upgraded and relocated.

A.4.8 School programs should be extended to reach previously unserved members of the community (dropouts, senior citizens, former inmates in correctional institutions, etc.).

A.4.9 Work-experience programs should be retained or expanded under adequate teacher supervision.

A.4.10 Since special education classes presently contain children with diverse types of learning disabilities, separate classes should be established for the emotionally disturbed, visually handicapped, hearing impaired, and others.

A.4.11 Education of the deaf can be conceptualized as having three levels:

(a) integration with a regular school;

(b) special classes within a regular school;

(c) residential schools.

Declining enrolments should allow more of the above.

A.4.12 The province should organize and could benefit from a comprehensive program of education and training for the physically handicapped.

A.4.13 There should be required programs to prepare our children for the 21st century.

A.4.14 More emphasis should be placed on vocational training.

A.4.15 There should be enrichment programs for the gifted.

A.4.16 There should be all-day kindergartens for five-year-olds, but the curriculum must be looked at carefully. Instituting a full-time kindergarten program should not be a purely financial measure to ease the problems caused by declining enrolments.

A.4.17 The school should provide programs for the total community, meeting community needs and interests.

A.4.18 The school should institute work-related programs to aid in the solution of employment problems.

A.4.19 The school should add programs that recognize the intrinsic value of our cultural and linguistic mosaic.

A.5 *Programming: Reduction and Changes*

There is a widespread view among supervisory officers that declining enrolments will result, or have already resulted in (a) a restriction on the number of different levels at which a course is offered; (b) fewer courses in art and music, with possibly less capable instruction provided; (c) fewer resources for students with special problems; (d) more emphasis placed on the so-called "core" programs, making art, music, drama, technical courses, etc., less available. Especially in the senior grades, the cumulative effect could be an increase in the drop-out rate.

A.5.1 A wide selection of student options should be provided by programming courses for alternate years.

A.5.2 Pressure for specialization of programming within specific high schools will increase.

A.5.3 Innovation of programming to meet new specifications should be considered.

A.5.4 There should be new programming for potential dropouts or adult education.

A.5.5 Secondary schools should cooperate with Manpower and with the community to develop courses for which there is a growing need.

A.5.6 The Ministry should introduce a diverse leisure studies program which makes maximum use of available local expertise, without expanding the existing bureaucracy. This would produce more self-motivated and self-directed individuals, and reduce boredom and vandalism.

A.5.7 New programs should not be announced or encouraged at the ministerial level without corresponding financial assistance.

A.5.8 The Ministry's correspondence courses should be used to supplement school programs.

A.5.9 Night school and summer school credits should be considered part of a teacher's regular job, as summer sessions are at some universities.

A.5.10 School instruction should be made available all year. A teacher could be required to generate six full credit courses over three semesters, or one full year. Each semester would give a teacher an opportunity to teach at least three credits.

A.5.11 Programs should be provided for the previously unserved population, e.g., young married people, dropouts, to upgrade their education.

A.5.12 There should be summer courses for students who require remedial assistance or who have failed obligatory course credits needed for graduation.

A.5.13 Boards of education should consider placing one teacher in every elementary school to teach music, one for physical education and one for art. These subjects would be better taught by specialists than by generalists. Separate classrooms could be set up for each subject.

A.5.14 Special legislation should be enacted to provide mandatory educational services for all exceptional children of compulsory school age, and an adequate level of provincial funding should be provided to establish and maintain these programs.

A.5.15 "Reintegration" programs should be set up for problem children and dropouts.

A.5.16 Programs to acculturate immigrants, not necessarily classes for English as a second language should be set up.

A.5.17 Supplementary enriched day-care for 6- to 15-year-olds, from 6 a.m. until 6 p.m., should be started. Because of different staffing requirements, retraining for teachers would be necessary. Activities would include physical education, sports, games, hobbies, crafts, supervised homework, etc.

A.5.18 Specialized schools (e.g., business and technical schools, arts and science schools, etc.) should be established.

A.5.19 Specialized teaching positions which serve two or three schools should be established.

A.5.20 We should reduce the size of programs rather than sacrifice any.

A.5.21 We should reduce the number of credits offered in high school, as long as doors to post-secondary education or apprenticeship programs remain open.

A.5.22 Incentives should be offered to reduce average class size. No elementary class should exceed 20 students at the primary level or 25 students at the junior and intermediate levels.

A.5.23 Surplus staff should be used to reduce class size.

A.6 *French Immersion*

The early French immersion program is difficult to offer economically in small communities.

A.6.1 A study must be carried out and action taken to alleviate the effects of French immersion on regular programs.

A.6.2 We should now question seriously whether immersion, regardless of entry point, is the only or best way to provide second language education as compared to strengthening the core French program.

A.6.3 K-8 should be accommodated in one school designated as a French immersion school, rather than have French immersion combined with the regular English program.

A.6.4 The following steps should be taken to produce, economically, vastly superior French language instruction for the majority of children (i.e., as compared with early French immersion):

(a) Make available, province-wide, a high quality core French program of increasing time as the child progresses from kindergarten to grade 13.

(b) Guarantee that core French classrooms will create an appropriate milieu for language instruction.

(c) Select excellent teachers. At present most teachers of French are absorbed by the immersion programs. Lower standards are required of those teaching core French.

(d) Provide a smaller pupil-teacher ratio for language instruction. This would free all students and teachers at some point in each day for remedial work or enrichment.

(e) Group across grades such as those found in reading and math, allowing children to learn French more effectively.

As progress of the children in these pilot schools is monitored, the time allotted for French as a language and French in subject areas can be increased until a harmonious ratio is achieved (e.g., 50-50, 60-40, 70-30).

A.6.5 A new concept should be developed whereby schools in the same area or neighbourhood share their programs in English and French, and their resources, by regrouping their grades. This, it is hoped, would maintain a balance in school enrolments between English and French streams.

A.7 *Curriculum Evaluation*

The absence of a systematic framework for evaluating the state of curriculum in Ontario schools, based on policy objectives, has presented a problem in consistency over the last few years. The Ministry, through the regional offices, has instituted a system of reviews which, over a period of time, will indicate how Ministry policy is being applied in the various curriculum areas.

A.7.1 Education programs should be evaluated on a continuing basis. Those not adequately contributing to education needs should be reduced or eliminated.

A.7.2 A careful examination must be undertaken of each new program introduced since 1969 with a view to assessing its significance and effectiveness in the students' curriculum.

A.7.3 An assessment of bilingual education and its implications for secondary schools should be undertaken.

A.7.4 Teachers and principals should learn and practice curriculum evaluation so they can be in a knowledgeable position regarding planning.

A.7.5 There should be research on and development of a York University Biology Achievement Test-like classification scheme for Ministry of Education/provincial objectives to be used in helping assess progress toward policy objectives, and distance from them. Strengths and vulnerabilities of such an approach should be studied carefully.

A.8 *Curricular Goals*

A tendency to add new goals and content even in the face of declining enrolments can be discerned. Conflicting claims exist about how much and what kind of time is needed to achieve various goals.

A.8.1 There should be research work done on curriculum goals so that political and economic pressures will not destroy continuity. We must also investigate ways in which the federal government could help.

The results and ensuing processes should be distributed to a wide teacher and parent audience.

A.8.2 Investigations should be undertaken into the minimal and optimal allocations of time needed in different areas of the curriculum in order for the goals in those curriculum areas to be achieved.

A.8.3 An examination of board goals to seek similarities and differences in the treatment of technical subjects should be undertaken. The purpose would be to find reasons for differences. This may point out inadequacies on the

part of the Ministry or board policies and practices that emanate from goals.

A.8.4 More of the dialogue about education in Ontario should be directed toward quality of instruction as distinct from the range of goals.

A.9 Cooperation, Sharing

A.9.1 Certain programs, such as industrial arts and home economics, should be shared between public and separate school boards.

A.9.2 Faculties of education, the Ontario Institute for Studies in Education and school boards should investigate ways in which they can be more useful to one another.

A.9.3 There should be cooperative planning in all subjects before decisions are made about what shall be curtailed.

A.10 Future Role of Secondary Schools

A.10.1 The Ministry should provide boards with directions on how to plan the future role of the secondary school, especially in the field of vocational education.

A.10.2 The provincial government should encourage local school boards to develop continuing adult education programs through their regular day school sessions. Adults with a desire to upgrade their education could be asked to join regular daytime classes as student numbers dwindle.

A.11 Assistance From Regional Offices

A.11.1 Further assistance and leadership in both funds and staff to provide diagnostic services are required from the regional offices of the Ministry for special education programs.

A.11.2 The Ministry regional offices should be staffed with the required personnel to provide those direct services which smaller boards cannot themselves supply, especially francophone services.

A.12 Program Extension

A.12.1 Since employment possibilities for graduating high school students are now very limited, the elementary program should be extended by an additional year. The purpose would be the cultural, recreational, and social enrichment of the student's background.

A.12.2 Four-year high school students, against whom there is discrimination, should be able to take a fifth year to specialize in a skill or trade.

A.13 Timetabling

A.13.1 There should be consideration of teaching two levels of the same subject at the same time so classes can be combined.

A.13.2 In a few fields, subjects should be timetabled for alternate years.

A.14 Content Gradations and Skill Expectations

A.14.1 Research into offering courses at different grade levels should be undertaken. How is it that one set of communications skills must wait to be taught until grade 12? Why not in grade 8?

A.15 Student Evaluation

A.15.1 The Ministry should specify minimum competency levels and require tests and other forms of evaluation to be used in the schools.

A.16 Apparent Imbalance Between Social and Individual Aims of Curriculum

A.16.1 There should be a study of components of a child's socialization that are now wanting and that can be helped by schooling.

A.16.2 Research into the balance between progressive and traditional views should be undertaken and debated publicly. The ways in which communications technology can expedite this should be found.

A.16.3 There should be research into the social aims of curriculum. The federal role in creating an ordered view for Canadian education and curriculum should be reviewed. (Note the danger of prescribing too vigorously, e.g., Quebec White Paper; Maclean's Magazine, March 6, 1978, pp. 14-16; OECD reviews of other member countries.)

A.17 Co[illegible] Prerequisites

A.17.1 There should be a study of the possibility of close coordination between grade 12-13 and first year university and community college for course prerequisites.

B. COSTS - PROVINCIAL AND LOCAL

The provincial education grant structure in Ontario is based, first, and directly on the number of pupils, and then shared inversely on the basis of assessment per pupil. Obviously a reduction in pupil numbers will make a board richer in assessment per pupil and reduce the grant paid. Since there are many fixed costs this method of grant payment does not adjust properly to pupil decline.

When the percentage of government grant support is lowered, a greater burden is placed on property owners and commercial enterprises. Boards with a large amount of assessment, very often industrial and commercial, can spend over the grant ceiling without a large mill increase, but those with low assessments -- e.g. many rural school boards and separate school boards -- are forced to tax at a high rate in order to maintain the quality of education to which parents have become accustomed.

The briefs submitted deal with these basic questions in a number of ways. The following main problem areas and alternatives were emphasized:

B.1 Funding Methods

Recommendations received are set out below, divided into general comments on the grant regulations, followed by specific items which were singled out by those presenting briefs.

B.1.1 General Funding Recommendations

B.1.1.1 Fixed and Variable Costs

B.1.1.1.1 Differentials should be established for fixed and variable costs, e.g., for debt charges as opposed to salaries and transportation charges, when recognized for grant purposes.

B.1.1.1.2 Provincial funding should not be tied directly to the number of students enrolled in our education system.

B.1.1.1.3 The formula devised for equalization should involve per pupil expenditures as well as assessment per pupil if equity is to be maintained, or else a different grant scheme should be devised based on fixed and variable costs.

B.1.1.1.4 It is evident that fixed costs do not and will not decline in proportion to decline in pupils.

B.1.1.2 Long-Range Plans

B.1.1.2.1 The Ministries responsible for Education, Health, Culture and Recreation, Community and Social Services, etc., should re-establish their funding priorities to assist more adequately those communities that have an extremely small tax base.

B.1.1.2.2 Funds now available from a variety of sources for continuing education should be coordinated at the provincial level.

B.1.1.2.3 The Ministry of Education should have long-range budgeting plans and an annual early release date of grant information (by October for the following year) for the guidance of boards.

B.1.1.2.4 There should be a change from the calendar year to the school year for budgeting purposes.

B.1.1.2.5 There should be a five-year foundation grant plan provided by the Ministry based on the best enrolment predictions available.

B.1.1.2.6 Boards should hire a professional planner to provide up-to-date and projected data dealing with such issues as population trends, class size, facility needs and/or surpluses, transportation, continuation/expansion/reduction of programs, teacher demand, and the fixed/variable costs related to each one of these, including an economic analysis of the local employment situation, land use, development or redevelopment of local areas/subdivisions, etc.

B.1.1.3 Program Funding

B.1.1.3.1 The Ministry should establish norms which could be applied by boards in establishing a basic level of services to be offered by a board and, through program-based grants, compensate boards for any additional costs incurred in meeting the required norms.

B.1.1.3.2 There should be grant provision for a core curriculum, which would allow a board to maintain a minimum program.

B.1.1.3.3 School systems must be able to expect as a major priority that there will be adequate funding of programs already provided. The per-pupil basis for funding should be modified by major provisions for programs.

B.1.1.3.4 The Ministry should ensure that the available dollars are distributed as fairly as possible to ensure equality of opportunity for all areas of the province. The philosophy of "let the user pay" discriminates against areas of low assessment.

B.1.1.3.5 The maintenance of new or costly facilities, programs and services, which the Ministry has encouraged through incentive funding, should not be abandoned later to be financed solely from local resources.

B.1.1.4 Increases and Decreases

B.1.1.4.1 There should be no cuts in programs or staffs.

B.1.1.4.2 Teachers should agree to wage raises equal to inflation, combined with a shortened increment period, i.e., four years instead of ten.

B.1.1.4.3 There should be increased Ministry funding to school boards in order to permit lowering of the pupil-teacher ratio.

B.1.1.4.4 The provincial government should consider a special system of grants for school boards which are forced to lower the pupil-teacher ratio during periods of declining enrolment, so that each school may be able to offer a comprehensive program.

B.1.1.4.5 Funds for instructional supplies should, in 1978, be reduced by school boards by approximately 10%.

B.1.1.4.6 The Minister should maintain a posture of restraint in response to requests for immediate unprecedented support for new or existing programs and services. He should adjust the funding of programs on the basis of criteria which can be rationally calculated.

B.1.1.4.7 There is a decline in the percentage of taxpayers who have children in school. The continuing decline is bound to result in increased pressure on boards of education to resist spending. Property tax collected at the local level is a particularly painful form of taxation and increases in it can be resisted with some effectiveness.

B.1.1.4.8 Boards should study thoroughly the possibility of reducing the costs of maintaining and cleaning the elementary and secondary schools.

B.1.1.4.9 There should be a detailed examination by boards of every special budget, such as the one for the Professional Development Fund, to effect a reduction. The Professional Development Fund should be cut back by one-third.

B.1.1.4.10 Boards should review the contracts of all education personnel. In negotiating salary scales and job classifications, the boards might wish to take account of teachers' abilities and the jobs they are performing as well as qualifications and experience.

B.1.1.4.11 If the need was presented carefully and with effective documentation, and with the government as the leader in the attempt, a reduction of the total

paid in teachers' salaries by 10-30% would be possible and would make a considerable reduction in education costs.

B.1.1.5 Slip-Year Financing

B.1.1.5.1 Boards of education should have, in all cases for grant purposes, these choices of criteria:

(a) actual enrolment, i.e., E1978;

(b) actual enrolment plus 75% of the decline in the current year from the preceding year, plus 50% of the decline between the preceding year and the year immediately preceding that, i.e., E1978 + 0.75 (E1977-E1978) + 0.5 (E1976-E1977);

or

(c) $\frac{E1978 + E1977 + 2\,(E1976) + 3\,(E1975)}{7}$

B.1.1.5.2 There should be a graduated rate of grant based on declining enrolment.

B.1.1.6 Maintaining Equality Across the Province

B.1.1.6.1 There should be an equal load on all residential tax payers.

B.1.1.6.2 There should be equal sharing of all tax revenue, commercial and residential.

B.1.1.6.3 The Province of Ontario should act swiftly to remove the funding of education from the property taxation basis now employed.

B.1.1.6.4 The Ministry should provide some assistance to boards of less-than-average wealth which must exceed the ceilings. Although we agree with the principle of ceilings there should be a way for the Ministry to control "over the ceiling" expenditures and to approve them when they are deemed essential.

B.1.1.6.5 The Commission should stress the fact that taxpayers without children still have the responsibility of supporting schools and education.

B.1.1.7 Complete Review of Education Finance

B.1.1.7.1 A task force should review the grant structure to determine the equitable funding process for public education in Ontario.

B.1.1.7.2 The Ministry should review its system of financing local school boards (i.e., elementary and secondary education).

B.1.1.7.3 Two important principles in the present grant structure require revision.

a) The equalization formula principle which determines the actual percentage grant paid for ordinary expenditures (operating costs).

b) The principle of per-pupil grant for ordinary expenditures. (The expenditure ceiling is produced in this manner.)

B.1.2 Specific Funding Recommendations

B.1.2.1 Funding of Schools in Northern Ontario

B.1.2.1.1 It costs an extra $296 per pupil year to run the two parallel systems of English and French language schools.

B.1.2.1.2 If a northern Ontario board is to maintain even the present level of service to pupils during the period of declining enrolment, it is essential that an adequate level of funding from the provincial government be provided. If this is to occur a fundamental change must be made in the basis on which provincial grants are paid.

B.1.2.1.3 Expenditure ceilings should be omitted or at least modified for areas of low assessment. A rate which supports excess expenditure in areas of declining

enrolment could be initiated to replace the present system of no support at all, e.g., a sliding scale of support for such excess expenditures.

B.1.2.1.4 The provincial government must examine its present funding policies where small boards in northeastern Ontario are concerned. In doing so it should take into account

a) The method of their operation.
b) The necessity of operating small schools in remote areas.
c) The necessity of having low pupil-teacher ratios to compensate for a board's inability to provide full services under any other conditions.

B.1.2.1.5 Transitional funding during the enrolment decline is required in northern Ontario.

B.1.2.1.6 There is no provision for equalizing costs which are inherently higher in northern Ontario than in the south. The present serious inequalities in the grant scheme will be compounded by the effects of declining enrolment.

B.1.2.1.7 There should be a program-based formula for grants to isolated northern community schools.

B.1.2.2 Differences in Elementary and Secondary Grants

B.1.2.2.1 It is hoped that the Ministry will continue to reduce the differences between the approved ceiling for students in public secondary schools and those enrolled in grades 9 and 10 in schools operated by separate school boards.

B.1.2.2.2 In order to alleviate some of the pressures of declining enrolments at the elementary level, the Ministry should accelerate the closing of the gap between elementary and secondary grant ceilings.

B.1.2.2.3 The Ministry should provide funding for these senior elementary schools at a level which will provide staffing and facilities equal to those of the academic wing of the secondary schools.

B.1.2.2.4 Consideration should be given to some shift of resources from the secondary to the elementary level (with the abolition of grade 13) and the introduction of a limited scheme of vouchers for education after, say, grade 8, preferably with poorer people receiving larger vouchers.

B.1.2.2.5 Provincial aid to secondary schools is insufficient. Increased access to provincial funding is the only vehicle that will give local boards the resources

necessary to keep dislocation in secondary education to a minimum during the years of readjustment to the decline in enrolment.

B.1.2.2.6 Granting agencies should place high priority on evaluating submissions by local secondary school staffs, that would help identify community needs. The funding for staffing and other expenses related to the changing role of the secondary schools should be given high priority.

B.1.2.3 Superannuation

B.1.2.3.1 The Ontario government should maintain its responsibility for funding the Teachers' Superannuation Fund as it has for the past 60 years.

B.1.2.4 Levels of Funding

B.1.2.4.1 The Ministry should restore its share of education expenditures at least at the 1973-74 fiscal year level, the base year for the Edmonton Commitment considerations.

B.1.2.4.2 The minimum level of Ontario government support for the cost of education should be 60% at the secondary and elementary levels. (Another recommendation suggests 60% elementary, 54% secondary.)

B.1.2.4.3 Once an equitable method of funding has been established, or in the event that the present method of funding is maintained it is recommended that the yearly increases in grant monies to the boards should reflect actual increases in real justifiable costs to the boards.

B.1.2.4.4 In order to reduce total costs school boards should consider charging for services that could be regarded as "extras" and not strictly essential to basic education. Such services could include adult education, transportation of students whose parents choose to live in rural areas and extra-curricular programs. Charges of this nature could be similar to charges already in operation in provincial health services.

B.2 Incentive Funding

Various methods of incentive funding are at present in operation in the province. Many briefs said the transitory nature of such support creates difficulties. Expectations are raised and considerable progress is made, but in some cases the resources are later withdrawn or reduced. Despite this drawback, there was considerable enthusiasm in some groups for expanding or initiating new incentives, through stimulation grants of this kind.

B.2.1 Retraining and Professional Development Funding

B.2.1.1 The Ministry must provide additional funds to divisional boards to initiate more opportunities for staff to participate in retraining programs while on sabbatical leave as it does now to other specially funded educational opportunities.

B.2.1.2 The Ministry should provide financial incentives to encourage boards to initiate programs of rotating supervisory personnel through various levels of responsibility on a 3- to 5-year basis.

B.2.1.3 The Ministry should provide more funds for in-service programs in special education, and should increase the number of competent, full-time staff to ensure adequate diagnostic and counselling services for special education programs.

B.2.1.4 Funds should be made available for short two-week updating courses.

B.2.1.5 Funding for retraining of teachers, especially in technical and commercial areas, will be required at the provincial level.

B.2.1.6 The Ministry should establish and fund courses for the retraining of teachers to enable them to move laterally into new areas of study and into new subject fields.

B.2.2 Specific Incentives

B.2.2.1 There should be a guarantee of weighting factors for at least five years with a lead time of three years for any withdrawal.

B.2.2.2 Special grants should be provided for curriculum work and for research programs.

B.2.2.3 Special weighting factors should be established for grade 13 classes.

B.2.2.4 When the Ministry initiates new programs for implementation (e.g., metrication, intermediate guidelines) a cost analysis and method of financing should be developed and accompany each of them.

B.2.2.5 There should be specific grants provided in order that empty classrooms may be adapted to usable facilities, e.g., change rooms, special services, etc.

B.2.2.6 The Ministry should provide stimulation grants to boards to enable them to hire a minimum number of young teachers.

B.2.2.7 Incentive funding for community use of schools should be further developed.

B.2.2.8 Financial and human resources for special education at the elementary and secondary level should be expanded.

B.2.2.9 Where small schools provide reasonable educational opportunities to students and such schools are not significantly uneconomical to operate, the Ministry should provide increased financial assistance if needed to continue their operation. This could be in the form of a sparsity or declining enrolment weighting factor.

B.2.2.10 Grants for transportation of students must be continued and improved because of shifting and decreasing population.

B.2.2.11 The Ministry should establish an Immersion English Composite Grant Weighting Factor.

B.2.2.12 In order to equalize educational opportunity across the province, the Ministry should amend the grant structure in such a manner that it will provide a realistic uniform class size from one geographical region to another, with provision in the regulations for local programs and staffing options to be financed through local property taxes.

B.2.3 French Language

B.2.3.1 The Ministry should establish control mechanisms (i.e., a form of inspection or auditing) necessary to ensure that funds allocated exclusively for French education for Francophone students are used for this purpose by school boards. Declining enrolment will make this form of instruction even more costly.

B.3 Capital Expenditure

There were a number of expressions of concern over the provision of funds for school buildings. There was fear that there would be a general tendency to suppose that the enrolment decline would reduce to zero the need for new schools, which is not the case. Because of population mobility, some new areas will be populated while others will be abandoned by child-bearing families. At the same time schools will be growing older and renovations will be required. The following recommendations express these concerns:

B.3.1 The Ministry should ensure and should support through the Capital Grant Plan an increased emphasis on maintenance of and renovations to existing school buildings.

B.3.2 The Ministry should keep an updated registry of school buildings and the uses to which they are put. At the same time there should be set up a small group of two or three knowledgeable persons with an education background to be responsible for such a registry and to provide advice and approval to boards where building or renovations are required.

B.3.3 Expenditures such as replacement and/or repairs of existing furniture, equipment or buildings should not be neglected, especially where pupils are directly affected.

B.3.4 Only marginal costs are involved in transforming "normal" school facilities for the use of the handicapped.

B.3.5 No capital funds should be provided for the purchase of equipment for elementary and secondary schools in 1978.

B.3.6 School boards should no longer be penalized through their provincial grants if they decide to close a school before it is fully paid for. The Ministry should provide boards with an up-to-date policy designed to aid boards finding themselves faced with possible school closures and outstanding debt charges.

B.3.7 The Ministry should study innovative designs of school buildings with a view to reducing costs. The basic service unit with demountable additions which could be moved as enrolments change and decline, combined with standard layout, pre-fabrication and stock sizes, would be most useful at this time.

B.4 Miscellaneous

A number of items involving cost, which do not fall into any one category, were submitted. These contributions are listed below:

B.4.1 Use lottery funds for high cost programs.

B.4.2 Reinstall the expenditure ceiling and retain the grant ceiling.

B.4.3 Bring education completely under a provincial authority, with the concomitant removal of education taxes on residential property, and perhaps shift non-residential property taxes to the provincial level as well. This move would ideally be accompanied by a restructuring of local boards of education to give them a more community based advisory role.

B.4.4 The rate of increase in grants should never be lower than the annual inflation rate.

B.4.5 Cost consciousness and the matters dealt with in the Henderson Report 1975 (Special Program Review) should be a part of the considerations of the final CODE report.

B.4.6 The allocation of resources during a period of decline must not jeopardize the principle of local control and quality education.

B.4.7 A reordering of government fiscal priorities is necessary.

B.4.8 There should be increased federal and provincial funding for education.

B.4.9 A revision in policy is needed to provide for more financing from senior levels of government and to remove some of the responsibility from the industrial community.

B.4.10 A provincial task force should be established to examine the feasibility of changing school board boundaries to ensure that they are in keeping with local social interaction patterns rather than the county and district borders currently used.

B.4.11 There should be a Tax Incentive Credit Lottery (TICL) which would pay 100% of the municipal taxes of a ratepayer in a particular year, if his taxes were paid in full by a given date, in a provincially televised lottery. This would encourage people to pay taxes early and reduce the need for borrowing by school boards and municipalities.

C. TEACHER EDUCATION

Teacher education may be divided for discussion purposes into pre-service education and in-service education, restricting the latter of course to the further or continuing education of certificated teachers (whether employed or not) in academic and in professional programs, and of various kinds and duration.

The pre-service education section can, in turn, be divided into the subcategories of supply of teachers, demand for teachers and programs. Discussion of the programs would naturally include both academic and professional courses, with consideration being given to both types in concurrent as well as a consecutive form of organization.

The in-service education section would concern itself primarily with the two factors of demand and programs, since the "supply" would in effect be automatically regulated, or perhaps more accurately classified as "self-regulated". Again the programs would include both academic and professional training and be extended to all forms of professional development activities, not restricted exclusively to the traditional courses for degrees, diplomas or certificates nor to those of a similar nature taken for other than academic or professional credit.

Matters relating directly to the employment of teachers and to their conditions of service will be considered in a separate section (F). Admittedly the two sections on teachers (C and F) are not independent, especially in the matter of in-service education, so some overlap and duplication is inevitable at this stage of identification and statement of possible alternatives.

Following the two parts of this section on teacher education which were abstracted from briefs and hearings, the questions of facilities and staff arise and will be dealt with, even though it may mean the repetition in whole or in part of some of the suggestions made elsewhere.

C.1 Pre-service Education

C.1.1 Demand

In a period of declining school enrolment, the question of demand for newly-trained teachers assumes primary importance, more particularly in relation to staff complements, and the numbers of surplus and redundant teachers seeking employment. Not many specific references or recommendations were made to us in regard to the demand for teachers, but it was generally assumed -- either that the demand would be reduced in proportion to the decline in enrolment, or that the same number or even a larger number of teachers would be needed. The suggestions proposed in the briefs and public hearings follow:

C.1.1.1 Boards should undertake studies of teacher demand by subject area projected over the next few years.

C.1.1.2 Teachers should be encouraged to look into possible service overseas - CUSO, UNESCO, World Council of Churches, etc.

C.1.1.3 Demand should be generated by decreasing the pupil-teacher ratio and by encouraging job sharing, part-time teaching, sabbaticals, leaves of absence and early retirements.

C.1.1.4 Demand should be expanded by including summer school and night school as part of a regular 12-month contract year for teachers.

C.1.1.5 Demand should be generated through expansion and extension of school services, e.g. day-care, full-day kindergartens, adult or continuing education, etc.

C.1.1.6 New demand should be created for instructors (teachers) by cooperating in programs in industrial and commercial firms conducting training programs.

C.1.1.7 New needs should be developed through provision of special programs for functionally illiterate and semi-literate youths and adults.

C.1.1.8 Programs should be prepared for training nursery school teachers, childcare workers, welfare and social workers, teachers for reform and penal institutions, teachers of native peoples, adult education teachers, teachers in community colleges and universities.

C.1.1.9 In hiring, the Ministry and school boards should give preference to francophone teachers trained in Ontario in the education of francophone students.

C.1.2 Supply

The supply of teachers available to be hired is composed of several parts: those at present unemployed; those seeking re-entry to the profession after an absence; teachers from other provinces and countries; and the newly-trained graduates of the Ontario colleges and faculties of education. A major question, of course, is which group should be given

priority. The same question was also raised in regard to transfers from one panel to the other, i.e., from elementary to secondary and vice versa, and about the use of French-speaking or English-speaking teachers in some of the French language programs. Suggestions advanced included the following:

C.1.2.1 Enrolment in teachers' colleges and faculties should be reduced to not more than 25 per cent above project requirement.

C.1.2.2 Admissions to colleges and faculties should be fine tuned to projected requirements both in subject matter and in type of program (e.g., special education).

C.1.2.3 Secondary school teachers should seek work in the elementary panel.

C.1.2.4 Teachers who are surplus or redundant should be placed on permanent supply, with full salary and benefits.

C.1.2.5 Teachers who are surplus or redundant in one school should be given priority when a transfer is needed to fill a vacancy in another one.

C.1.2.6 Regional pools of teachers should be established to coordinate filling of board vacancies by surplus teachers in the same regions.

C.1.2.7 The transfer of teachers from other jurisdictions into this province without full training here should be forbidden.

C.1.2.8 A provincial supply pool and hiring centre, based on a detailed computer data bank of surplus teachers and vacancies, should be established and funded equally by school boards and teacher federations and affiliates.

C.1.2.9 Greater cooperation should be encouraged between federations and the Ministry of Education to limit application for teacher training to meet present and future demands realistically.

C.1.2.10 Teacher training institutions (OTEC and faculties of education) should continue as before. "An educational system which does not continue to receive an infusion of young, enthusiastic and sometimes idealistic teachers tends to become less vital and vibrant." "Whenever possible, we should try to provide a job opportunity for these young people (i.e., graduates)."

C.1.2.11 The Minister should advise students prior to their entrance to faculties of education what the prospects are for employment as teachers the year they graduate.

C.1.2.12 Faculties of education must adjust enrolment annually so that the number of student teachers enrolled does not exceed the provincially projected requirement for the following school year by more than 40 per cent.

C.1.2.13 Faculties of education should adjust enrolment in specific subject disciplines, basing admissions on projected need for teachers by subject in the intermediate and senior divisions.

C.1.2.14 The Ministry of Education should advise career counselling departments of Ontario universities annually about projections of needs for teachers by subject and by total number.

C.1.2.15 A publicity program should be initiated immediately to make prospective teachers aware of the current limitations in job prospects in education. Enrolment at teachers' colleges should be reduced.

C.1.2.16 Enrolment at teachers' colleges should be reduced proportionally to the needs of the province.

C.1.2.17 To provide reasonable employment opportunities for teachers, realistic quotas should be established by the Ministry for admission of candidates to teachers' college(s).

C.1.2.18 A quota system -- one that would train the exact number of teachers required for each succeeding year -- should be set up.

C.1.2.19 Since we are no longer in a period of growth, government must plan for the future in consultation with the profession. In developing the plan it must be sure that it keeps in place the appropriate teacher education capacity required to prepare and to rejuvenate the profession, by maintaining a quality minimum system capable of expanding or contracting to meet fluctuations in demand.

C.1.3 Pre-service Training Program

In the comments or recommendations about pre-service teacher education programs, it was difficult to determine whether they reflected satisfaction with existing programs or a preoccupation with changes in the program to retraining and in-service functions of the institutions. Certainly the emphasis in the items which are given does stress the latter two functions.

C.1.3.1 Faculties of education should change their operations to provide courses for teachers wishing to expand the number of subjects they are qualified to teach.

C.1.3.2 Teachers' colleges and faculties of education should emphasize programs leading to certificates with a high school option, or high school certificates with an elementary option, to enable teachers to teach across all grades. This is important because of the "demographic bump". It makes teachers more interchangeable.

C.1.3.3 Realistic programs should be prepared to assist teaching in what may become more diversified schedules.

C.1.3.4 During the period 1970 to the present the Ministry should have suggested a four-year teacher-training period at the end of grade 13, providing both academic training in the liberal arts and general education, coupled with longer terms of practical and specialized training.

C.1.3.5 During these longer terms of practicum the student teachers should be placed in schools to assist teachers (who are presently dealing with high pupil-teacher ratios) and to gain experience at all grade levels in all areas of classroom activities, including areas of special education, French and other areas in which they do not normally receive experience in their present program.

C.1.3.6 One-year teacher education should cease in 1978 and be replaced by multi-year (4 year) programs developed in consultation with the Ontario Teachers' Federation.

C.1.3.7 There should be internship or apprenticeship for new teachers.

C.1.3.8 There should be a study into what types of teacher generalist are needed -- i.e., where a teacher could generalize (e.g., history, English).

C.1.3.9 The focus of the programs should be expanded to include both training and retraining.

C.1.3.10 Faculties of education should be encouraged and supported with funds to diversify their programs. There would be opportunities in such diversification for developing joint programs with other parts of the university.

C.1.3.11 Perhaps one of the greatest problems in teacher education in Ontario has been the lack of a consultative body on teacher education within which representatives of all interested groups, the Ministry of Education, the Ministry of Colleges and Universities, the universities, the faculties and colleges of education, the teachers' federations, the school administrators, the trustees, etc., could meet to review openly and constructively all issues affecting the development of teacher training and to advise the government on policies to be adopted. At times in the past one ministry did not seem to understand the policies of the other ministry. It is essential that the government take the lead in creating such a consultative body. The example of the Advisory Committee on the Supply and Training of Teachers in England and Wales is worth looking at. There is presently before the Minister of Education a proposal for an Ontario Teacher Education Forum -- a move in the right direction.

C.1.3.12 There are several fields related to teaching which would fit well into the activities of education faculties and provide a richer depth of expertise. Some of these fields are: nursery school teaching; child care worker; welfare and social worker; teaching for reform and penal institutions; teaching native peoples; teaching adult education including work in community colleges, etc.

C.2 In-service Education

A very great deal of attention was given to this topic, partly from the point of view of retraining teachers for new jobs but also as part of a general staff development plan to improve teacher qualifications and skills and therefore enhance the quality of the education program (or at least ensure that it does not deteriorate under pressure). It was pointed out frequently that those teachers who received somewhat less than an optimum education in the "boom" years of the enrolment explosion could now be given the opportunity to improve their academic and their professional qualifications.

C.2.1 Demand

The arguments in regard to demand were related to the retraining function, improvement of qualifications generally and extension of the services of the schools. There is, consequently, a mixture extending from day-care for infants through all forms of education to Seniors Day Care (essentially a type of club for senior citizens), and even beyond that to the full gamut of services for all groups in the community.

C.2.1.1 The present faculties could be used in long-range planning, teacher and administrative retraining and upgrading, community development and for a variety of short-term as well as long-term professional needs.

C.2.1.2 Faculties of education should direct their priorities more aggressively to in-service education. Their expert input as researchers, curriculum specialists, project coordinators and as professional development facilitators would be welcome.

C.2.1.3 Teachers' colleges and faculties of education should be closed for two years and assign to their staffs an in-service function to assist teachers to cope with changed teaching requirements.

C.2.1.4 There should be summer courses for teachers in northern Ontario. Whenever feasible the instructor should be encouraged to move to the north. There is a demand for "continued Ministry initiatives" in offering courses in the north even if they have to be partially subsidized.

C.2.1.5 The staffs of teacher training institutions should be involved in curriculum development with school boards.

C.2.1.6 Teachers must be retrained so they can assume a new role that alternative uses of schools will generate, and to prepare them to teach unfamiliar subjects.

C.2.1.7 In-service education and new strategies will be essential to avoid stagnation and improve morale by offering new challenges and opportunities to teachers in the face of declining enrolment.

C.2.1.8 Federations should work with boards to assist the professional development of aging staffs.

C.2.1.9 Teachers should be given opportunities to retrain for positions that open (e.g., in other subject areas, in other grade levels and in special education). This could involve the board, Ministry, federations and individuals in extra costs.

C.2.1.10 Training programs should be provided in the teacher education institutions for teachers on sabbaticals, study leaves and educational leaves.

C.2.1.11 There should be widely available courses in education leading to graduate degrees at the master's and doctoral levels, or to certificates and diplomas of advanced or specialist standing.

C2.1.12 The staff of faculties of education should be deployed in the schools, in workshops diagnosing children's problems.

C.2.1.13 The staff of faculties of education should be made available to boards for upgrading, introducing and reviewing teaching techniques and methodologies in education, by means of workshops and in-class demonstrations. The courses should be held during the academic school year.

C.2.1.14 Board-sponsored winter courses to retrain staff should continue to be offered.

C.2.1.15 There should be legislation to give boards special grants to retrain teachers to provide special services in the English language as is presently done for French.

C.2.1.16 In-service education and new strategies will be essential to avoid stagnation and to offer new challenges and opportunities to teachers in the face of declining enrolment.

C.2.1.17 There should be imaginative staff development programs.

C.2.1.18 Boards should undertake studies of teacher demand by subject area projected over the next few years.

C.2.1.19 Retraining assistance should be offered for teachers to qualify to teach in other subject areas, other grade levels and in special education.

C.2.1.20 Teachers presently employed should be expected to take retraining programs after a fixed interval without loss of salary or benefits.

C.2.1.21 There is a need for substantial retraining of teachers, especially at the secondary level. There should be:

(i) more collaboration with other school systems;
(ii) a revised teacher education program, perhaps with a shaped pre-service, in-service, graduate studies continuum;
(iii) new or revised programs offered by faculties of education, the Ontario Institute for Studies in Education (OISE), etc.;

(iv) programs offered by the teacher federations;

(v) programs offered by the field centres of OISE.

C.2.1.22 A maximum number of days ought to be allowed within a school calendar for high quality professional development programs.

C.2.1.23 For a ten year period professional standards virtually disappeared as thousands of prospective teachers were superficially exposed to the art of the most demanding of professions. Disaster is the appropriate word for what followed.

C.2.1.24 Many prospective teachers graduated with no appreciation of the central authority of the arts and sciences in society and in education.

C.2.1.25 Some graduates emerged who were pathetically crippled in the arts of words and numbers and with such a watered stock of ideas that they were unlikely to pursue further studies in a serious way.

C.2.1.26 There is a need to make provision for, and to insist upon, the continuing education of teachers in both an academic and a professional sense, so that there may emerge for the first time in this province an elite group of teachers recognized solely because of their excellence in their art.

C.2.1.27 Ontario should pioneer in the field of term certification for teachers. No certification should be valid for longer than five years without evidence that its holder has engaged in serious professional development during the period of its validity.

C.2.1.28 Establish local professional development councils responsible for planning professional development and curriculum development. These councils would replace existing board structures for these purposes and might be funded directly. The council might serve in a cross-provincial network of "home-grown" C.D. and P.D. resources perhaps tied to a provincial council on professional and curriculum development.

C.2.2 Programs

Many of the programs mentioned are referred to in the immediately preceding section on Demand. Little attention was paid to the distinction between courses in academic subjects and those in professional subjects. Moreover, it seems to have been assumed, as noted earlier, that the existing programs are adequate and, further, would apply with little or no change to new or extended services. Likewise, it seems to have been assumed that the staff of the colleges and faculties of education could simply switch to these new roles and responsibilities without special training or experience.

C.2.2.1 The OTEC in Toronto and in Hamilton should be prepared to provide in-service training for all elementary school teachers, and the faculties of education to provide in-service training for all secondary school teachers.

C.2.2.2 Certification and retraining changes must be reviewed by the Ministry to facilitate transfers or exchanges between elementary and secondary panels.

C.2.2.3 Programs would have to be provided so that teachers may retrain for any position which is still open, or about to become open.

C.2.2.4 Widely-available graduate degree programs are needed, and so are those leading to certificates and diplomas.

C.2.2.5 More programs for non-credit courses and in professional development would have to be devised and operated.

C.2.2.6 University departments should be encouraged to provide undergraduate courses for teachers in need of retraining, in segments of time more consistent with school constraints (e.g., intensive one-week courses).

C.2.2.7 There should be opportunities for teachers to expand their subject fields to meet changing demands and needs.

C.2.2.8 If the Ministry accepts a plan of compulsory recurrent education for teachers, and if it acknowledges a significant role for faculties of education in such a program, there is an absolute necessity for some provincial planning body, either within the university system or in cooperation with the Ministry of Education, to plan and rationalize the programs of in-service education which the faculties will offer.

C.2.2.9 Staffs of underenrolled faculties of education should be able to take a position of leadership in the development and offering of the new programs of in-service professional development. This leadership should take place within a partnership involving the views of able practicing teachers. Acceptance of the extended role of faculty of education members by their colleagues in other parts of the university would do much to reduce the distrust with which many teachers view any activity emanating from a university.

C.2.2.10 The Ontario government will miss a real opportunity to improve the quality of education in the province, if it does not at this time deliberately add a funded component to the budget of each faculty it continues to support, for each of the following purposes: in-service education, induction of new teachers; research; and development.

C.3 *Facilities and Staff*

Teacher education facilities were built and staffed with little or no reference to possibilities of declining enrolments, and indeed until recently (except at the OTEC which is the only teacher education facility directly operated by the Ministry of Education) little attention was paid to regulate or control admissions. The demand for new teachers is likely to be low during the next decade, of course, and possibly for the rest of this century. In the briefs submitted to us, particularly in those from the teacher training institutions, it was assumed that

sufficient diversification of activities would take place to justify operations at about the present levels. However, some of the briefs had quite different suggestions, as shown below:

C.3.1 Teachers' colleges and faculties of education should be closed for two years and their staffs assigned an in-service function to work with teachers in the field.

C.3.2 OTEC in Toronto and in Hamilton should be closed.

C.3.3 The Ministry of Colleges and Universities should decrease the basic income unit for each student enrolled in a faculty of education.

C.3.4 The roles of OTEC in Toronto and in Hamilton should be expanded to meet the demand for elementary school teachers and faculties of education should be restricted to match the demand for secondary school teachers.

C.3.5 All faculties of education should be closed except two for training English-speaking teachers and one for French-speaking and bilingual teachers.

C.3.6 Only a few faculties of education should be retained for general teacher education, and centres of excellence or specialized work should be developed in a few other faculties.

C.3.7 Basically the system of teacher education is seriously overexpanded. It should be consolidated in a reasonable number of middle-sized faculties within the university system.

C.3.8 The stronger and larger faculties of education should move into the fields of graduate studies, research and development and the others should either be eliminated or severely restricted.

C.3.9 Unless the OTEC and faculties of education diversify their programs, it would be detrimental to the quality of teacher education (and hence of education) in Ontario to try to maintain all twelve institutions since so many of them would be too small to be effective.

C.3.10 The two French teacher training institutions in the province (Sudbury, Ottawa) should be maintained.

C.3.11 Once the government has decided the amount of support it is prepared to give to faculties for in-service, induction, research and development and diversification, it is imperative that a plan be developed laying out the minimum system of teacher education it proposes to maintain. This should include the number of institutions involved, their size and a minimum level of guaranteed financial support for each. It should be understood that this support would be guaranteed regardless of how enrolments drop. This would permit the institutions to plan in longer terms for a nucleus of expert staff necessary to support an effective teacher education enterprise. Such a plan should have an element of flexibility which could come from (1) permitting the use of short-term seconded staff, and (2) permitting funded components for in-service

induction, etc., to be switched to initial training activity if and when additional staff strength were required.

C.3.12 If we are committed to a bilingual Canada, as the government claims, then we must do a better job of teaching French. Might this not be the time to take one of the faculties of education and turn it into a centre for the training of bilingual teachers for all the schools in Ontario?

C.3.13 If the government decides to close out certain faculties, or if these decisions result in involuntary redundancy for certain staff members, it seems to be important that the government provide some form of compensation to those persons whose careers are so affected. According to investigations in Europe (England, Scotland, Sweden, Denmark, Germany), it is accepted that government has a responsibility to carry the salary of such people if they do not find alternative employment, since their careers are dislocated by decisions of parliament.

D. SCHOOL FACILITIES AND TRANSPORTATION

Many school boards have already had considerable experience in dealing with surplus elementary school space during the last six or seven years. However, most easy solutions for disposing of property or keeping it in use by another agency have been used, and the process is becoming more difficult as secondary school enrolment begins to diminish.

Declining enrolment creates one of three situations:

(a) There are schools with very small enrolments which cannot reasonably be closed, either because of distance in rural or northern areas, or because of traffic patterns and other barriers in cities.

(b) There are schools which must close because it is not possible economically to offer a satisfactory program.

(c) In all other cases the decision to close or stay open must be made by the board after it considers other factors.

The briefs and hearings brought to the surface tense emotional strains, concerns over adjacent property values and impending transportation issues and fears that community spirit would vanish when local schools are closed.

D.1 Increased Planning

Planning has not been a priority matter with many jurisdictions; rather, it is often relegated to the bottom of the list. Many in the education system did not seem to be aware of any declining enrolment problems. The lesson we must learn is that to survive we must plan.

D.1.1 There must be a long-range master plan; it should cover 10 years and be based on the particular situation in each board.

D.1.2 Long-term accommodation needs and/or surpluses must be determined. A system-wide survey of (1) substandard or inadequate facilities (2) utilization of existing school facilities and (3) surplus classrooms per school should be conducted at the outset.

D.1.3 The purpose of such an assessment of facility needs in each area is to make it easier for one board that is growing (separate) to buy an unneeded school (public). Further building could be avoided. (Regional Ministry offices should spearhead such an assessment.)

D.1.4 Provincial input into school facility planning should be transferred from approval of plan details to involvement in the early planning process.

D.1.5 The Ministry should provide incentives for demonstrated planning effectiveness at the board level. Such incentives might also reflect the degree to which the various elements of the system participate in planning.

D.1.6 Cooperation between boards in planning is advisable, provided that the plans benefit both boards.

D.1.7 The Minister should designate school districts with an existing or potential declining enrolment problem. A changing enrolment advisory committee (or joint planning council) composed of representatives of trustees, teachers, administrators, students (in the case of secondary schools), parents and the public should be appointed to study all appropriate factors.

D.2 Guidelines Regarding Transportation

Parents voice concern over lack of safety features (such as seat belts) on buses; lack of adequate supervision; increased transportation costs that make school closure unjustified and long, often extended, bus routes. There was an underlying concern that the decline in enrolment would contribute to poorer service.

D.2.1 Government grants for transportation should be increased.

D.2.2 Safety standards for school buses (more seating room, increased supervision and seat belts) should be upgraded.

D.2.3 An overall examination of transportation costs should be considered in conjunction with savings for closing schools.

D.2.4 If it is considered proper to close a rural school and to bus the children to school in the city, the reverse (busing the children to a rural school) should receive equal acceptance.

D.3 Sale and Disposal of School Buildings

Continuing Ministry involvement with disposal of school buildings creates long periods before a board is able to dispose of a surplus facility. Ministry approvals may take several months. This is unrealistic in terms of completing a sale and leads to some loss of use of proceeds from a sale. Upon sale of a building with four or more classrooms, the Ministry continues to recognize approved outstanding debt charges, subject to negative grants. This could mean essentially loss of grants to pay outstanding debt charges.

D.3.1 The whole procedure of negative grants on sales of schools should be re-examined. The present procedure tends to discourage the sale of little needed properties.

D.3.2 As long as a board deposits proceeds from the sale of school properties in a special capital reserve fund, the negative grant should not apply in selling school buildings.

D.3.3 The proceeds of sales of school property should be applicable, in case of need, to current deficits of boards.

D.3.4 The Ministry should insist on the sale of little needed school facilities in one board to a neighbouring system which is badly in need of them.

D.4 There Are No Guidelines Governing the Construction of Schools in Residential Subdivisions

Ministry funding has been reduced for the construction of new schools during this period of declining enrolments. One of the major concerns of the separate school system has been to secure additional accommodation for grade 9 and 10 students.

D.4.1 Funding should be shared by the school board and the municipal council (through Parks and Recreation).

D.4.2 There should be public participation in the building of new schools, which should incorporate flexibility of design to accommodate future trends and neighbourhood needs.

D.4.3 The construction of modular or "elastic" buildings to expand or contract as needed might be one answer to the problem of changing enrolments. These could be added to existing structures to allow a school to accommodate grades K-8, 9-13.

D.4.4 Serious consideration should be given to the placement of school units on the main floors of apartment buildings or condominiums, or even in plazas and shopping centres.

D.4.5 The Ontario government should require subdivision developers to provide prospective home buyers with a letter from the local board of education detailing future plans for the building of schools in that subdivision.

D.4.6 Enclosed walkways between portables and main building(s), especially in northern Ontario, should be passed by fire marshalls.

D.4.7 There should be no additional construction except where new pupil places are required as opposed to renovations and additional resource areas.

D.4.8 As well as building new schools, boards should be authorized to perform major alterations and renovations and to purchase new equipment out of the capital reserve fund.

D.5 School Closure is an Unpopular, Contentious Issue

The decision to close a school is often too hastily conceived -- without sufficient community input -- and does not always result in anticipated savings. School boards are, therefore, generally met by open and organized opposition from parents and the community, especially where closure of a small neighbourhood school is concerned.

D.5.1 Sparsity weighting factors for boards with small schools should be substantially improved, and extended to all systems throughout the province regardless of the geographic location of the small schools concerned.

D.5.2 Closing a school must be made more financially acceptable.

D.5.3 Alternatives to closure should be developed, such as:

(a) adjust attendance area boundaries;
(b) twin/pair schools;
(c) split classes;
(d) lock unused classrooms:
(e) use vacant classrooms for other school-related purposes (offices for itinerant teachers, storage, etc.);

(f) permit local boards to rent or lease surplus property with the right to use the revenue for the delivery of educational services;

(g) amalgamate the student population within the limits of rural boundaries.

D.5.4 Any proposed changes in school facilities must take into consideration the community as a whole, its wishes, its particular economic and social structures. Before a small, rural school is closed, the social impact should be carefully considered.

D.5.5 The Ministry should regulate that all school property be zoned public open space, and school or planning boards should actively promote the principle of community involvement in deciding any zoning changes brought about by the closing or disposal of a school.

D.5.6 Where a board feels it necessary to close a school in whole or in part, and a statement of intent to close is made, the principal of the schools, 2 teachers, 3 parents, 2 trustees, the area superintendent or supervisory officer, 3 members of the community-at-large and 2 students in the case of a secondary school should form an ad hoc study group. This group should continue to exist up to one year after the school has been closed. Community input (not limiting input to parents) is vital.

D.5.7 Board policies relating to school closure should reflect local conditions concerning minimum enrolment levels, staff deployment, alternative use of properties, timing and specific phase-out procedures.

D.5.8 Special service schools for the deaf and physically handicapped should never be denied to those requiring them.

D.5.9 Public and separate school boards should approach the matter of closing schools in a spirit of cooperation so as not to put one school in a position of greater advantage relative to the other in a particular area.

D.6. Alternative Uses

Ministry guidelines for alternative uses tend to make a building available to different social agencies whose proposed uses might not be compatible with the neighbourhood or with borough by-laws. Boards also recognize that it takes a great deal of time to accommodate proposals from the agencies the Ministry would like them to consider.

D.6.1 The Ministry should consider a greater variety of alternative uses to meet identified needs, and a greater flexibility to revenue from other uses (i.e., without financial penalties). This might mean the difference between being able to generate at least some income from a redundant school and the expensive alternative of mothballing that school.

D.6.2 Surplus classrooms should be altered to provide auxiliary facilities (such as general purpose rooms, learning centres, special education classrooms and library resource centres). In order to facilitate such alternative uses, the Ministry has to make available to boards more funds for alterations and to amend its policies regarding rated capacities for spaces to allow conversion without penalty.

D.6.3 Uses of surplus facilities (classrooms and schools) should include:

(a) clubhouses (service and ethnic clubs);
(b) senior citizens' apartments;
(c) senior citizens' learning centres (offering services and courses useful to seniors);
(d) private residences;
(e) alternate schools;
(f) community college/university annexes;
(g) adult day schools;
(h) special (junior) vocational annexes;
(i) municipal recreation areas;
(j) public libraries;
(k) counselling services (alcohol-, drug-, family-related);
(l) legal aid;
(m) medical/dental clinics;
(n) juvenile/family courts;
(o) parent effectiveness training (parent education) programs;
(p) federal/provincial/municipal government offices;

(q) multipurpose youth centres (recreation, arts, sports, films, photography, dance, etc.);

(r) alcohol rehabilitation centres;

(s) childcare centres, possibly integrating day-care with early childhood education and training courses for childcare workers (redundant teachers holding a kindergarten specialist's certificate could be utilized here);

(t) treatment centres for learning disabled children. There is a great and growing need for this type of facility. (Disabilities such as dyslexia have thus far been ignored, even though data suggesting some 12 - 15% of all children are afflicted, have been available for years.)

D.6.4 Stimulation grants should be provided for schools which would otherwise close due to dropping enrolment where such schools are being used as community schools.

D.6.5 The community school concept should be expanded.

D.6.6 After-four, lunch hour or before-nine programs could be established/expanded for older children in surplus space of inner-city schools at parents' expense, or through the existing subsidy system.

D.6.7 School boards should be authorized to rent or lease vacant schools without being penalized through negative grants.

D.6.8 Before drawing up a policy concerning surplus school space, terms such as "surplus", "neighbourhood school", "community school", "alternative use", etc., must be clearly defined to avoid confusion.

D.6.9 Education plans should be synchronized with community plans.

D.6.10 School buildings should be used days, evenings and during the summer: 24 hours a day, 7 days a week, 52 weeks a year.

D.6.11 The government of Ontario should re-examine the 43 recommendations of The Select Committee on The Utilization of Educational Facilities.

D.7 School Organization Structures

Present accepted school organization structures are not viable during a period of declining enrolment and must be questioned (e.g., K-6 and senior elementary schools as opposed to a K-8 organization).

D.7.1 Senior elementary schools should be phased out in favour of the K-8 complex.

D.7.2 Junior high schools should be abolished. (Older students would adapt more easily to change in location and busing than younger students.)

D.8 Discrepancy in Pupil Ratings

A discrepancy exists between the calculation of accommodation used by the Ministry for school construction and by various boards of education. How can boards reconcile Ministry pupil loadings for elementary and secondary schools with the present negotiated staffing levels?

D.8.1 The rated accommodation of our schools should be reviewed with classroom rating brought more in line with actual classroom sizes expected in today's complex curriculum.

D.9 Imbalances Created by French Immersion

Enrolment patterns and resources throughout the province have been shifted through the introduction of French immersion.

D.9.1 A new concept should be developed so that schools in the same area can share their educational programs in English and French, and their resources -- physical, financial, and human -- by regrouping their grades. This would, it is hoped, maintain a balance in school enrolments between English and French streams and a balance between education use and community use of facilities.

D.10 Parallel Use Fees

Inconsistencies regarding the payment of parallel use fees have developed in a number of jurisdictions. Inequities abound. Some parallel users receive all or part of their space free, while others pay the entire fee (usually based on a per-square-foot rate that covers heat, light and caretaking). In addition, numerous groups not formally designated as parallel users receive free use of space, even though the substance of their work is similar and, in many cases, identical to many groups that pay the fee.

D.10.1 The boards might consider an adjusted fee scale for nonprofit organizations based on their ability to pay.

D.10.2 Parallel users should be paying the difference between the cost of mothballing the room and the cost of keeping it open.

D.11 Nonprofit Community Services

Without government assistance, nonprofit human services, especially those that are community based, will have great difficulty operating and surviving.

D.11.1 The various branches of government should make available improved, consistent, long-term funding for these services.

D.12 Abandoned Classrooms

Where a board abandons classrooms (except in certain situations), the Ministry will not recognize for grant purposes the approved portion of debt charges outstanding.

D.12.1 To ease the burden on boards which must declare space surplus, the debenture payments should be continued as a means of weighting the enrolment decline.

D.13 Use of Redundant Space by Other Government Branches

The Ministry provides for area boards to contact other agencies regarding the use of redundant space. However, other branches of the government are not encouraged to solicit area boards with a view to taking over vacant school space before considering capital expenditures on new buildings of their own.

D.13.1 The Ministry should provide Government Services with an up-to-date list of available space in all areas.

D.14 Simultaneous Growth and Decline

This phenomenon may occur in two adjacent boards, or in different sections of a single school division.

D.14.1 There should be consultation/cooperation between two boards:
(i) public/separate
(ii) two neighbouring public (e.g., Ottawa-Carleton)
(iii) inner cities/suburbs

D.14.2 Joint use of services and facilities by public and separate schools should be encouraged. Facilities that could be shared include school, maintenance, purchasing, special services, library, physical education, music and art and home economics facilities.

D.14.3 Shared use of accommodation should be fostered by funding from other ministries and government branches besides those involved with education.

D.14.4 Some Ministry direction/incentives must be given to adjacent boards who cannot agree on ways to share student accommodation.

D.14.5 Parents should be able to choose any school for their children (i.e., buy education from another board, so that a child is closer to a parent's place of work). Also, not too many schools offer after-four or before-nine care for older children.

D.14.6 A transportation incentive to move pupils from suburban areas into available space in older (inner-city) schools might be a practical solution to the revitalization of old neighbourhoods and the retention of schools with declining enrolments.

E. Effect of Declining Enrolment on School Administration

A number of briefs recommended either complete or partial changes in the administrative structure of school boards. Since the only mandated administrator is the director, the writers of these briefs were perhaps not aware that the board already has the power to build a structure as it sees fit.

No two boards are identical, and over the last ten years a number have made drastic changes in the way administrators operate. Some boards demand a great deal in the way of office detail, thus reducing the administrator's time for supervision in the schools. In smaller boards, where a number of functions are grouped under the responsibilities for a single position, this can be a matter difficult to resolve.

Other briefs suggested a strengthening of the role of the principal, making him even more of a manager and supervisor in his school. This course of action would lighten the load of senior supervisors, and perhaps reduce the need for as many, as enrolment declines.

The following recommendations were expressed in briefs received and hearings held by the Commission.

E.1 Restructuring of Board Administration

Since 1969, when county boards were formed in the Province of Ontario, most administrative structures have changed to match the Ministry of Education format, which has three main areas of responsibility -- program, operations and finance. In addition the 'family of schools' concept has been developed in many divisions, with a superintendent in charge of each.

As enrolment declines some of the staff positions have already been merged in smaller boards. The ultimate reduction, in a board such as Prince Edward County, has seen the director perform all the roles, with the assistance of one finance officer.

E.1.1 A thorough review of positions of responsibility including a review of what positions are considered administrative must be undertaken, both at the provincial and local level.

E.1.2 Efforts to reduce administrative costs should involve alternative organizations developed at the local level.

E.1.3 Continued efforts to involve teachers in the formulation of policies designed to meet problems of declining enrolment should be made.

E.1.4 No additional administrative staff should be employed by boards of education in times of constraint.

E.1.5 Boards should examine carefully in terms of costs, the demands made on administrative staff relative to meetings attended, reports required, and other tasks which can tax their effectiveness as supervisors.

E.1.6 All positions of assistant department head should be abolished.

E.1.7 The number of trustees on school boards should be reduced.

E.1.8 Establish local councils of education which would replace the current board structure. Councils would include all educational agencies within the community such as Parks and Recreation, and would take care of such matters as day-care, and adult education as well as public schooling.

E.2 Expanding the Role of the Principal

The secondary school principal, who was at one time an authoritarian figure has become more of a manager and facilitator in the school plant. The elementary principal, who at one time was closely supervised by the local inspector, has now become a manager and facilitator, and is often the holder of a post-graduate degree in education.

E.2.1 Provide increased opportunities for in-service training of administrators, especially in program areas. Among the mechanisms for accomplishing this are restructured principals' courses, and Ontario Association of Education Administrative Officials efforts to coordinate in-service programs for curriculum management in cooperation with other agencies.

E.2.2 Principals' and vice-principals' roles have to be reassessed.

E.2.3 Consider distributing to local school administrators (principals, vice-principals and department heads) certain functions now carried out at the central office level.

E.2.4 In view of the changing role of the principal toward a managerial and program leadership orientation, consideration should be given by the Ministry of Education to diverting resources to in-service training and retraining of principals.

E.2.5 The salaries of principals and vice-principals should be red-circled when demoted because of declining enrolment.

E.3 Methods of Providing Administrative Experience to More Employees

The reduced turnover in staff and lack of mobility will make it difficult for an ambitious and capable person to obtain administrative experience. There are a number of ways in which assistance and training could be provided to experienced and inexperienced administrators.

E.3.1 There should be increased professional development opportunities provided to help administrators develop skills in managing declining enrolment problems.

E.3.2 Loss of curriculum support staff and resources make it important that greater training opportunities be made available for teachers and school administrators to cultivate skills in curriculum management.

E.3.3 There should be a provincial program set up for Ontario principals to take leaves of absence for a year to gain administrative experience in universities, business or industry.

E.3.4 Term appointments to positions of responsibility or to supervisory roles in areas of program innovation, like adult education, would provide opportunities for administrative experience.

E.3.5 Consideration for term appointments for all administrative and supervisory positions should be considered.

E.3.6 School boards should encourage short-term exchanges among administrative positions.

E.3.7 In addition to exchanges within the system, exchanges between systems and with other agencies such as the Ministry of Education should be encouraged.

E.3.8 Exchanges of administrators with other provinces and countries should be examined.

E.3.9 There should be an expansion of plans to further support the entry of women into positions of responsibility within the school system.

E.3.10 If administrators are declared redundant as a result of declining enrolment, consideration should be given to retraining them for evaluator roles within systems.

SECTION F: SCHOOL STAFFING

The recommendations and suggestions on this topic were extremely varied, and divide into quite distinct categories as indicated below, although even so there is some overlapping. More significant, perhaps, was that within each category there seemed to be clusters, and in most instances even a natural order (not of priority, of course). Accordingly, the categories themselves have been arranged, and the items within each category similarly arranged, to assist the reader in following through the sets of suggestions.

F.1 General Comments

These are presented just because, in a sense, they set the "tone" for the remainder, beginning with comments on teacher morale and following with those on planning and general proposals.

F.1.1 Teacher Morale

This matter was stressed repeatedly throughout the hearings and in informal conversations with teachers and with groups of teachers.

F.1.1.1 Low morale among teachers is one of the most serious problems caused by declining enrolments.

F.1.1.2 We should look at conditions affecting teacher morale. (Why is it that some teachers can function as well as or better with 36 pupils as their average class load than others with 20?)

F.1.1.3 There is less teacher mobility and fewer opportunities to maintain professional interest and enthusiasm than there used to be. We should seek ways of stimulating professional interest other than through promotion or crossing schools. This may change teachers' attitudes toward their careers.

F.1.2 Planning and General Proposals

The emphasis on the need for planning and for taking a broader approach was noticeable at many of the hearings. Very often boards and the government were accused of acting without careful thought and consideration, rather by making panic decisions to close schools and fire teachers.

F.1.2.1 There should be manpower management and personal career planning (staff reassignment and retraining; parallel career opportunities).

F.1.2.2 There should be increased involvement of teachers in the decision-making process within school systems and at the provincial level (concerning such items as school closing, abolition of programs, reduction of educational facilities).

F.1.2.3 School boards in conjunction with federal and provincial departments should seriously consider offering retraining programs well in advance of any further dismissals.

F.1.2.4 If a board needs to reduce its number of teachers, it should have several creative alternatives rather than be dependent on attrition and redundancy.

F.1.2.5 Strategies should be developed to provide career patterns for teachers that offer reasonable variety and interest without necessarily offering "promotions".

F.1.2.6 Business education teachers should grasp this excellent opportunity to anticipate the needs of business and industry, and to develop the specialized skills that will be expected of new employees.

F.1.2.7 There should be research into training teachers and administrators to become imaginative generalists to be able to associate content from various subject matter areas and to draw upon other timetabling arrangements to help achieve objectives. Teachers should learn the mysteries of timetabling, to see what can be done rather than accept defeat by what appears can't be done.

F.1.2.8 To provide a broad spectrum of ages and specialties on school staffs, boards could:

(a) use more part-time teachers;

(b) enforce a sabbatical leave every so often;

(c) retrain teachers for teaching of multigrade classes, remedial work and special subjects;

(d) loan empty classrooms as studios for artists, sculptors, musicians, etc., in return for classroom instruction. This would enable small schools to maintain a culturally-enriched program.

F.1.2.9 Systems should be revitalized. (Lower the 90 factor for retirement, encourage earlier retirements, improve and expand leave policies, increase mobility through utilization of existing expertise within the system.)

F.1.2.10 (a) There should be part-time contracts for teachers near the bottom of the salary scale.

(b) There should be incentives for early retirement. The additional cost should be borne mainly by the teachers. The 90 factor should be reduced to 80, by the end of the decade, on a voluntary basis.

F.1.2.11 Assign research projects; give more educational leaves.

F.1.2.12 Staff cuts really affect the business community adversely.

F.2 Staff Deployment

It is not easy to find a suitable title for this section, but the above seems descriptive of the suggestions made to us. They ranged all the way from probationary contracts for beginning teachers to retirement incentives for those nearing the end of their professional career.

F.2.1. Employment Practices and Contracts

Perhaps the phrase "hiring practices" should have been used, but the ideas presented ranged from numbers to means and contracts so the more general title seemed better. Many are similar, as will be noted.

F.2.1.1 Sufficient staff must be employed to provide instruction in a wide variety of programs to ensure "equality of opportunity" for all students.

F.2.1.2 When an irreducible minimum curriculum has been reached, further staff reductions can only result in intolerable teaching loads.

F.2.1.3 School staffing committees should be formed to study the number and distribution of teaching staff to be employed, services which will be available to schools, and extracurricular activities to be available to students, so that more enlightened decisions may be made on the placements and assignments of teachers and the allocations of services.

F.2.1.4 A provincial register of teachers should be developed for province-wide hiring. The following system should be followed.

(a) Evaluate teachers as A, B, C.
(b) All working teachers evaluated at A should be hired first.
(c) All graduate teachers evaluated at A should be hired next.
(d) All working teachers evaluated at B should be hired next.
(e) All graduate teachers evaluated at B should be hired next.
(f) All teachers evaluated at C should be considered next.

F.2.1.5 The probationary and permanent contracts of employment for teachers are no longer needed and should be eliminated. As in any area of employment, procedures for the release of staff must rely on suitability, ability, qualifications and experience.

F.2.1.6 Term or temporary contracts should become legal to provide a safeguard for responsible system management in coping with unexpected enrolment shifts.

F.2.1.7 High school teachers should teach part-time during the day and night classes for 2½ hours each evening (e.g., grade 13 "catch-up" English and math -- especially for university entrance purposes -- could be taught). This would give teachers the same number of hours, i.e., 25 per week (12½, days; 12½, evenings).

F.2.1.8 The Minister should provide incentives to enable boards to assign redundant teachers to positions of permanent supply, at least for specified periods.

F.2.1.9 Teachers on half-time timetables should collect unemployment insurance for half time. Perhaps some system of half day or alternate day could be considered by the Unemployment Insurance Commission.

F.2.1.10 Boards should receive a weighting factor grant for employing permanent part-time teachers. Many teachers would respond positively to

part-time employment if they were sure of job security (part-time contracts could be used).

F.2.1.11 School boards should be encouraged to place under part-time contract any teacher who so desires.

F.2.1.12 For a given period, an incentive should be offered so teachers who taught half-time (i.e., generating three credit course sections one year) would be credited a full year for superannuation purposes for each half year taught.

F.2.1.13 Where there will be no loss to the quality of education, the Ministry should encourage the boards to allow teachers to contract to teach a fraction of full-time at a corresponding fraction of salary without loss of tenure or superannuation. It is essential that such a reduction in contracted time be voluntary on the part of the teachers.

F.2.1.14 Part-time teaching should be paid on a pro rata basis, but with the employee retaining full fringe benefit privileges.

F.2.1.15 There should be part-time teaching jobs (provided that teachers receive some protection in seniority and job security, as well as other fringe benefits).

F.2.1.16 New teachers should be twinned with experienced teachers.

F.2.1.17 Mobile specialist teachers should be provided where enrolment does not justify full-time specialists.

F.2.1.18 The important factor of the Catholicity of teaching personnel (separate school boards) should be taken into consideration.

F.2.1.19 The Ministry should consider voluntary services by qualified residents to supplement those provided by regular staff. The duties would vary from supervision of activities to teaching, at the discretion of the board and/or principal.

F.2.1.20 "Surrogate grandparents" for assisting the teacher should be considered.

F.2.1.21 In times of financial constraint, educators whose positions of responsibility become redundant should receive only the salary appropriate to their new positions. That means no red-circling.

F.2.1.22 The proposed rewriting of Regulation 191 should be modified to recognize unique staffing difficulties in small schools and one-school situations.

F.2.1.23 "Moonlighting" should be discouraged by not being recognized for superannuation purposes. This would create more jobs for teachers.

F.2.2 Transfers and Exchanges

Many helpful suggestions were made in regard to transfers and exchanges, mainly to overcome the difficulties which are arising from lack of mobility.

F.2.2.1 Decisions on transfers of teachers from school to school should be made with the best interests of (a) the pupils, and (b) the transferred teacher in mind.

F.2.2.2 The Ministry and school boards should encourage teacher transfers between boards and/or with the Ministry, while permitting the teacher to maintain his right to recall.

F.2.2.3 Staff should be freed from teaching assignments for varying periods of time to be subject coordinators and program planners.

F.2.2.4 An extensive "interschool system" exchange program for teachers within Ontario should be established. This would improve individual school board flexibility in staffing from year to year as well as broaden the horizons of participating teachers while ensuring a return to job security with their original school boards.

F.2.2.5 Teacher exchange and/or transfer programs should be established on a province-wide basis. (Staff turnover would alleviate the problem of an aging staff.) There should be an exchange between the Ministry and hardest hit boards.

F.2.2.6 A computer-based system for interprovincial temporary transfer of teachers should be organized. It would not be very costly. The Ministry should not be required to take responsibility for facilitating actual transfers. It would be up to the prospective participants to get permission from their own boards and to arrange all details. The Ministry would perform the function of notifying interested teachers of positions available. There would be no distinction between elementary and secondary teachers; where qualifications are not suitable for a transfer, the computer would not make a match.

F.2.2.7 To promote national unity, and to create a better knowledge of the education systems in all provinces, a professional exchange should be set up for all of Canada. On an annual or semi-annual basis, a teacher could be twinned with another teacher in another province. (Team planning and team teaching.) Some bonus could be established for teachers who wish to broaden their experience in more than one province.

F.2.2.8 Long-term plans should be made for job cycling to introduce a sense of freshness and growth in an otherwise static work situation in schools. Cycles should be considered for:

(a) teaching and administration;
(b) elementary and secondary teaching;
(c) subject-to-subject (with associated PD);

(d) teaching to business and industry;
(e) administration to business and industry.

F.2.3. *Leaves of Absence*

One of the preferred suggestions for providing openings for redundant teachers, or for beginners, was a generous provision of leaves of absence for study or personal reasons. With unionized labour now securing such provisions in their collective agreements, the suggestions may be more acceptable than in the past. Moreover, in one way, it is a form of job-sharing.

F.2.3.1 Steps should be taken to encourage boards to provide teachers with increased opportunity to take leaves of absence for a wide variety of reasons, personal as well as educational.

F.2.3.2 Leaves of absence and supply teaching should be used as opportunities to ensure the placement of teachers in all available positions.

F.2.3.3 Board and Ministry policy should encourage the creation of part-time teaching positions by mutual agreement, sabbatical leaves, leaves for education improvement and leaves of absence.

F.2.3.4 Additional sabbatical leaves should be made available and restrictions on the use of these leaves should be reduced.

F.2.3.5 There should be sabbaticals for study combined with work exchange. The teacher going on sabbatical would receive 75% of his regular salary. This would free one

quarter of his salary to be applied to payment of a redundant teacher who normally would have been at the bottom of the salary scale. Government grants could make up the difference in salary. Senior teachers could apply for these sabbaticals on a voluntary basis.

F.2.3.6 There should be a provincial "leave subsidy program". A significant cash subsidy (e.g. $1,000.00) would be paid to any teacher who chooses to travel, study or otherwise leave the profession for a year. (A teaching position would be guaranteed at the end of the year, if desired.)

F.2.3.7 The regulations governing the Teachers' Superannuation Act should be amended to permit teachers to pay into the fund for more than two sabbatical leaves during a teaching career.

F.2.3.8 The regulations governing the Teachers' Superannuation Act should be amended to permit teachers to pay appropriate contributions to the Superannuation Fund while on leaves of absence.

F.2.4 Early Retirement

The suggestions made were often extremely ingenious and carefully thought out. The purpose seemed to be twofold: first, to make jobs available (partly through savings of salary dollars); second, to make it easier for older teachers to retire, gradually through part-time employment, if desired, or to leave the profession completely with an adequate pension. Despite the emphasis on "voluntary retirement" there will

undoubtedly be pressures brought to bear (subtly or crudely) to force the older teachers to retire and make room for others (the pressures may affect the women teachers most).

F.2.4.1 There should be an exploration with staff of the possibilities of half-time teaching, and of positive and negative incentives with respect to retirement.

F.2.4.2 There should be a reduction of the 90 factor to 85 "...with an appropriate increase in both teachers' and government's contributions to accommodate this reduction (or a separate fund to meet extra costs)".

F.2.4.3 To permit the entry of newly-trained teachers into the profession,

(1) the factor 90 for superannuation should be reduced to 85.
(2) a reduction in the years of service necessary to receive an "A" pension should be made.

F.2.4.4 Incentive schemes should be developed to encourage staff to retire at age 55 with an 85 factor (age plus teaching experience). There should be voluntary retirement of teachers at age 60.

F.2.4.5 Teachers who have reached the 90 factor but who do not have the years of experience to receive maximum pension should have the opportunity to retire early.

F.2.4.6 Part of the salary difference created by early retirement could be invested in an annuity which would pay the retiring teacher the missing portion of the maximum pension he would collect if he worked until age 65. Another approach would be to charge the board the premium shortage due to early retirement, and at the same time collect from the salary savings the extra money required to give the early retiring teacher a maximum pension in the 5-year early retirement period.

F.2.4.7 The government should provide special grants of 7½% of the last year's salary for each year the teacher retires early, with the percentage to be matched by the board, with the maximum number of years to be three. The money would be paid to the teacher as part of the teacher's final year salary in the form of a final year salary bonus. The 90 factor should be reduced to 85 immediately with payments to the superannuation fund adjusted as necessary.

F.3 *Redundancy Provisions*

All the suggestions have been pulled together in this one subsection, although there is certainly not full agreement. There is little doubt that this problem is as contentious and emotion-packed as that of school closings. It is even more important, of course, since the livelihoods and careers of people are involved, and the programs of the children they would have taught.

F.3.1.1 Redundancy policies should be based on the principle of protection of teachers currently employed by the board on the basis of seniority alone.

F.3.1.2 Seniority should be the basis for declaring redundancy and the percentage of male and female teachers so declared should be in proportion to staff distribution.

F.3.1.3 Sound education reasons should be set up for retaining teachers. They should include:

(1) A decreased pupil/teacher ratio is fundamental to improving elementary education.
(2) More teachers (10-20%) are needed to handle increased programs properly in special education.
(3) More teachers are needed to restore programs in art, music and physical education.
(4) More teachers are needed to introduce or consolidate fitness and nutrition programs.
(5) More teachers are needed for day-care, counselling and guidance.
(6) More teachers are needed to run supplementary programs in music, art and drama.

F.3.1.4 The student/teacher ratio (PTR) should be lowered to make full use of available teachers.

F.3.1.5 There should be guaranteed and increased Ministry funds to maintain or improve present PTR as enrolments continue to decline.

F.3.1.6 There should be consultation with teachers about increasing the staffing ratio in elementary and secondary schools.

F.3.1.7 Current PTR should be maintained, coupled with reduction of support staff at both local and provincial levels.

F.3.1.8 Where the PTR cannot be maintained, a school board should make the best of the situation by planning the better-quality education which should result from smaller class sizes.

F.3.1.9 The total number of teachers on staff should be allowed to rise above that PTR. This can be funded out of ordinary expenditures.

F.3.1.10 The percentage of teachers declared redundant should not be greater in direct proportion than the reduction in number of students.

F.3.1.11 The Ministry should amend its formula for reporting the staffing of boards to reflect both (a) an average class size and (b) support personnel as separate statistics.

F.3.1.12 The Ministry should identify the criteria and establish the procedures for both the formative and summative evaluation of educators (teachers and administrators) and ensure that these criteria and procedures are implemented at the board level under the close supervision of the Ministry. Provision should be made for the retention of teachers with

less seniority who are performing at a high level of competency.

F.3.1.13 A formula for teacher redundancies should be developed at the provincial level. Such a formula could be worked out by the Ministry in cooperation with the teachers' federations. In addition to seniority, the formula should take other factors, such as ability or competence, into account. An allowance must be made for hiring younger teachers without experience.

F.3.1.14 Teachers should be given regular impartial evaluations by persons who are not members of teachers' federations to ensure that only the most competent teachers are given tenure in a period of declining enrolment.

F.3.1.15 The quality of teaching is likely to deteriorate if declining enrolments result in the release of well-qualified younger staff and the retention of senior staff in positions where they have little expertise or few qualifications, without the provision of intensive training. The senior teacher may be qualified, but may not have taught the subject for several years.

F.3.1.16 The Ministry should give unstinted support to boards which use an evaluative system rather than seniority for determining redundancy.

F.3.1.17 Every effort should be made to retain highly-qualified teachers in specialized areas.

F.3.1.18 Education should be upgraded by the retention of only the best teachers, and by the maintainance of high standards in future recruiting.

F.3.1.19 Secondary school teachers should be able to work in the elementary panel.

F.3.1.20 There should be no release of elementary teachers to provide positions for surplus secondary teachers.

F.3.1.21 Increase in the French immersion program results in redundancy of English teachers. No new English teachers are being hired, leading to an aging, tiring staff.

F.3.1.22 There should be no release of unilingual elementary teachers to provide positions for bilingual teachers.

F.3.1.23 A number of measures to alleviate redundancy are under consideration locally. These include earlier retirement of older teachers (with adjusted pensions); sharing of available jobs (perhaps by taking a 20% salary cut and a 5th year as a sabbatical) and government-sponsored retraining schemes.

F.3.1.24 A provincial fund (paid for by teachers) should be set up to pay for all a school board's legal costs for those cases before boards of reference that individual teachers

lose on the basis of incompetency. If a board were to lose the cases, it would be responsible for all legal costs.

F.4 Other Forms of Employment

The two parts of this subsection are "retraining" and "new employment opportunities", but they are of course part of the same problem. What do we do with surplus or redundant teachers? At one extreme, they can simply be fired and foresaken; at the other extreme, everything possible would be done to retrain them and assist them to find other kinds of suitable employment.

F.4.1 Retraining

Most of the retraining proposals envisaged that the persons would remain in the teaching profession, as the following proposals indicate:

F.4.1.1 Certification and retraining changes must be reviewed by the Ministry to facilitate transfers or exchanges between panels.

F.4.1.2 The Ontario government must take more responsibility for vocational counselling and retraining to assist teachers' transitions into other careers.

F.4.1.3 The Ministry should provide the necessary retraining programs for redundant teachers and the necessary funding for small board jurisdictions to employ such teachers in the field of curriculum development.

F.4.1.4 After appropriate retraining, redundant teachers should be used to provide special services.

F.4.1.5 Some teachers should be retrained to serve physically handicapped children. This would alleviate the problem of teacher redundancy.

F.4.2 New Employment Opportunities

A large number of alternatives were suggested, and some recognized that teachers would have to seek employment in other fields, although, it was hoped, related ones in which the teacher's interests and skills could be fully utilized.

F.4.2.1 The possibility of having teachers seconded by the Ministry or other Ontario boards for two or more years, in jobs which match the redundant teacher's qualifications and experience, should be explored.

F.4.2.2 Redundant teachers should be given first priority for night school jobs. This may necessitate changes both in Acts and Regulations.

F.4.2.3 Present redundant French teachers should be used to teach French to working adults in business and industry (far exceeding the evening "interest" courses). Many employers would welcome the opportunity to send their employees, as part of their regular working day, to such a class conducted locally.

F.4.2.4 Redundant teachers who are kindergarten specialists, with experience in this field, could qualify as day nursery teachers.

F.4.2.5 Surplus teachers should be employed (with Ministry assistance) to interpret, implement and evaluate new Ministry guidelines or ones planned for the immediate future in English, mathematics, science, geography, history, family studies and music.

F.4.2.6 Qualified teachers should be used for diversified programs, such as continuing education, night schools, day-care programs, etc.

F.4.2.7 Strategies should be devised to study employment opportunities outside the teaching profession and to encourage teachers to pursue other employment opportunities through retraining bursaries, etc.

F.4.2.8 A provincial program should be set up so Canadian publishers are subsidized for hiring Ontario teachers to write/produce Canadian textbooks or fiction if the teachers agree to take a leave of absence to work full-time for the publishing firm(s).

F.4.2.9 Surplus teachers should be employed (with Ministry assistance) to design and implement new courses which could directly relate to local needs; e.g., a centre for tourism, catering, cooking, resort management, management of local attractions, motel management, recreational services management, etc.

F.4.2.10 There should be an expanded Project Overseas. The program of Canadian teachers helping teachers in Third World countries during the summer months should be expanded to a yearly basis in a Third World country.

F.4.2.11 The Canadian government should be petitioned to change its foreign aid program to include an increase in the number of Ontario (Canadian) teachers in Third World countries. Such teachers' salaries would be paid from the foreign aid budget of the federal government. (An Ontario teaching position should be guaranteed at the end of this service, if desired.)

F.4.2.12 Teachers should be encouraged to serve in the Canadian Armed Forces by introducing a monetary incentive for any practicing Ontario teacher who takes a leave to join the Armed Forces. (Ontario teaching positions should be guaranteed on return, if desired. So should credits in the Superannuation Fund.)